

**FEBRUARY 2003 AGENDA**

SUBJECT	X	ACTION
		INFORMATION
		PUBLIC HEARING
Revision to the <i>California State Plan (1999-2004) for the Workforce Investment Act, Title II: Adult Education and Family Literacy Act</i> (revised May 30, 2002)		

Recommendation:

Approve amended language for the revised California Adult Education State Plan.

Summary of Previous State Board of Education Discussion and Action

Last month, January 2003, this item was brought before the State Board of Education (SBE) for information. The Board indicated that they would approve these technical amendments to the California Adult Education State Plan when the item came back in February for action.

Background. In May 2002, SBE approved technical changes to the State Plan, as required by the U.S. Department of Education (USDE), which reflected performance levels projections for adult education core performance indicators. Those projections were included in a Board attachment, Summary of Adult Education Performance Data and Projections: 1999-2000, 2000-01, 2001-02, 2002-03, and 2003-04 (see Attachment I).

The State Plan technical wording changes presented to the Board, however, did not include the projections for education and work performance that were accepted by the Board. This item aligns the wording in the California State Plan (1999-2004) to what the Board approved in May 2002.

Summary of Key Issue(s)

This item is a technical “clean-up” of the materials presented to the State Board of Education (SBE) in May 2002. There are three changes to the current Adult Education State Plan:

1. On page 4 of 7 in Attachment II, section 5.3, the ABE Literacy Skills table, the projected performance level for High Intermediate Basic Skills has been changed from 22% to 26%.
2. On page 4 of 7 in Attachment II, section 5.3, the ABE Literacy Skills table, the projected performance level for High ASE has been changed from 12% to 13%.
3. On page 5 of 7 in Attachment II, the table, “Education or Work Performance Goals and Performance” has been inserted; this table duplicates of Table 2 in Attachment 1.

These changes align the wording in the California State Plan (1999-2004) to what the Board approved in May 2002.

Fiscal Analysis (as appropriate)

None

Attachment(s)

[Attachment I](#): Summary of Adult Education Performance Data and Projections: 1999-2000, 2000-01, 2001-02, 2002-03, and 2003-04 (page 1)

[Attachment II](#): Chapter 5 of the *California State Plan (1999-2004) for the Title II: Workforce Investment Act, Adult Education and Family Literacy Act* (revised May 30, 2002) (pages 1-6)

NOTE: The proposed amendments to the plan are underscored.

Summary of Adult Education Performance Data and Projections 1999-2000, 2000-01, 2001-02, 2002-03, and 2003-04

Table 1 - Goals And Performance

Entering Functioning Level	1999-2000 Perfor. Goal	1999-2000 Perfor. Goal (All learners)	2000-01 Perfor. Goal	2000-01 Perfor. Goal (All learners)	2001-02 Perfor. Goal	Projected 2002-03 Perfor. Goal	Projected 2003-04 Perfor. Goal
ABE Beginning Literacy	13%	13.0%	15%	22.6%	17%	20%	22%
ABE Beginning Basic	20%	17.7%	22%	33.2%	24%	26%	28%
ABE Intermediate Low	20%	18.0%	22%	34.5%	24%	26%	28%
ABE Intermediate High	22%	13.7%	24%	29.3%	26%	26%	28%
ASE Low	NA	1.7%	14%	13.6%	15%	15%	17%
ASE High	7%	18.5%	8%	26.9%	9%	11%	13%
ESL Beginning Literacy	18%	14.1%	20%	30.6%	22%	24%	26%
ESL Beginning	20%	12.5%	22%	26.7%	24%	24%	26%
ESL Intermediate Low	22%	27.2%	24%	37.0%	26%	28%	30%
ESL Intermediate High	22%	30.0%	24%	39.7%	26%	28%	30%
ESL Advanced Low	18%	13.0%	20%	21.7%	22%	22%	24%

Table 2 - Education or Work Performance Goals and Performance

Learner Education or Performance Goal	1999-2000 Performance Goal	1999-2000 Performance (Students w/ Education or Employment Goal)	1999-2000 Performance (Total Students)	2000-01 Performance Goal	2000-01 Performance (Students w/ Education or Employment Goal)	2001-02 Performance Goal	Projected 2002-03 Performance Goal	Projected 2003-04 Performance Goal
Entered Employment	10,000	11,068	33,599	9%	17.8%	10%	11%	13%
Retained Employment	18,000	25,877	55,256	11%	34.3%	12%	13%	15%
Entered Postsecondary Education/Training	23,000	392	8,287	6%	11.7%	7%	8%	10%

Chapter 5

Performance Measures

Section 224(b)(4) requires a description of the performance measures described in Section 212 and how such performance measures will ensure the improvement of adult education and literacy activities in the state or outlying area.

5.0 Performance Measures (Section 224(b)(4))

Pursuant to Section 212, CDE will establish and implement a comprehensive performance accountability system. To optimize the return on investment of Federal funds in adult education and literacy activities, the accountability system will assess the effectiveness of eligible local providers' achievement in continuously improving their adult education and literacy program delivery funded under this subtitle. All of the performance measures will apply to all funded priorities.

CDE has established a solid basis for the development of a performance accountability system. For many years, California adult education programs have provided a competency based curriculum, instruction, and assessment that focuses on the competencies that enable learners to participate more fully within American society, as citizens, workers and family members. CDE has developed and implemented model curriculum standards for ABE, ESL, which includes ESL-Citizenship, and ASE and standard performance descriptors at each program level. In addition, a Comprehensive Adult Student Assessment System (CASAS) was established that accurately measures progress and mastery of skills and competencies for completion of a program level and promotion to the next instructional level. CASAS provides a standardized reporting scale linked to demonstrated performance of identified skills and competencies at each instructional level. These skill level descriptors and standardized scale score ranges have been incorporated into the National Reporting System pilot project.

CDE has also implemented a local program database reporting system, Tracking of Programs and Students (TOPSpro) that enables local programs to collect and report all student progress and outcome measures. It provides student, class, and program reports that enable local providers to have immediate access to the data for targeting instruction based on student goals and for continuous program improvement. It provides for the collection of the data elements needed to meet the reporting requirements of TANF programs and other workforce related programs.

5.1 Eligible Agency Performance Measures (Section 212)

Eligible local provider performance measures will include student goal attainment and demonstrated student improvements in literacy levels within a program level, student completion of a program level, student advancement to higher program levels. Additional performance measures will include receipt of a secondary school diploma or its recognized equivalent, placement in post-secondary education, and training, entered employment, and retained employment.

The tables within this section (5.1) indicate the measures, including CASAS assessment instruments that are to be used to document improvements in literacy performance. These measures must be used by all providers for all enrolled students for each of the program priorities addressed. These priorities, described in Chapter 3, include: (1) literacy at the NALS Level 1, including ABE and ESL, which includes ESL-Citizenship; (2) literacy at the NALS Levels 1 and 2 - Workplace Literacy, including ABE and ESL, which includes ESL-Citizenship; (3) literacy at the NALS Level 2 - School Based literacy, including ABE and ESL, which includes ESL-Citizenship; (4) Family Literacy; and (5) ASE NALS Level 3 and above. Programs using distance learning as a mode for delivering literacy services must also meet performance measures. In addition to these measures, local providers funded for the family

literacy priority must also document achievement gains of the children as well as the adults who are enrolled in the program.

In accordance with Section 212, CDE will establish levels of performance for each of the core indicators:

1. demonstrated improvements in literacy skill levels in reading and problem solving, numeracy, writing, English language acquisition, speaking the English language, and other literacy skills;
2. placement in, retention in, or completion of postsecondary education, training, and employment; and
3. receipt of a secondary school diploma or its recognized equivalent.

They will be expressed in an objective, quantifiable, and measurable form, and will show the progress of the eligible local providers in continuously improving performance.

1. Demonstrated improvements in literacy skill levels

CDE has established literacy skill levels for ABE and ESL, which includes ESL-Citizenship, that provide a standardized definition for reporting learning gains within a literacy skill level, completion of each level, and progression to a higher literacy skill level. All participating agencies will assess a student's literacy skill level upon entry into the program using standardized assessments provided by CDE.

CASAS Standardized Assessment Instruments

Demonstrated Improvements in Literacy Skill Levels in:	Existing Standardized Assessment Instruments	In Progress/Planned
Reading and Problem Solving	Reading Appraisals Life Skills Reading Employability Reading Beginning ESL Level Completion Life and Work Reading Reading for Citizenship	Beginning ABE Level Completion Intermediate ABE and ESL Level Completion Advanced ABE and ESL Level Completion
Numeracy	Math Appraisals Life Skills Math Employability Math	Beginning ABE Level Completion Intermediate ABE Level Completion Advanced ABE level Completion Life and Work Math
Writing	Functional Writing Assessment--All Levels	
English Language Acquisition	Life Skills Listening Employability Reading Beginning ESL Level Completion	Intermediate ESL Level Completion Advanced ESL Level Completion Life and Work Listening
Speaking	Citizenship Interview Test Workplace Oral Assessment	ESL Oral Language Assessment
Other Literacy Skills	Pre-Employment and Work Maturity Skills Check Lists Government and History for Citizenship POWER — Providing Options for the Workplace, Education, and Rehabilitation	

2. Placement in, retention in, or completion of post-secondary education, training, or unsubsidized employment

Local providers will be required to obtain this information from their students and document the information on the TOPSpro Student Update Record. Standard definitions and documentation procedures will be identified in the ABE Administration Manual. In some instances, students leave programs before this information can be obtained. To address the accurate data collection of both short term and longer-term student outcomes resulting from participation in adult education programs, CDE will establish several pilot projects, including, but not limited to, the following:

Placement in, retention in, or completion of:	Existing Standardized Reporting Instruments
Postsecondary Education and Training	TOPSpro and follow-up survey
Entered Employment	TOPSpro and follow-up survey
Retained-Employment	TOPSpro and follow-up survey

- Local program reporting: CDE will build on the National Reporting System (NRS) pilot to improve strategies that local providers use to follow-up on students who leave the program before completing their goal as well as for students who leave the program after meeting their primary goals.
- Data Matching: CDE will identify the issues in developing and using a state level database that requires use of a student social security number to document longer-term student outcomes, such as those related to employment.

3. Attainment of secondary school diplomas or their recognized equivalent

Participating local providers will track and report the number of learners who pass the GED test, earn credits toward a high school diploma, or attain a high school diploma for those students enrolled in ASE programs. In addition, summary data obtained through CDE statewide reports will document the number of high school diplomas earned through adult schools. The State GED office will report the number of GED Certificates issued each calendar year.

Receipt of a secondary school diploma or GED	Existing Standardized Reporting Instruments
High School Diploma	TOPSpro Certified list of high school diplomas
GED Certificate	CDE State GED Reports Data match for GED TOPSpro

5.2 Additional Indicators

Participating local providers will report additional indicators of performance for student-identified outcomes on Student Entry and Update Records. Entry Record information includes: instructional program, instructional level, reason for enrollment, special programs enrollment, personal status, and, labor force status. Update information includes: instructional program and level (at the time of update); student's status in the instructional program; learner results pertaining to work, personal/family, community, and education; reason for leaving early; sub-sections of GED passed; and high school credits earned. Additional information may be required for workplace literacy and family literacy programs.

5.3 Levels of Performance

The following Levels of Performance are based on student progress and outcome data from federally funded ABE 321 providers in California over the past several years. During the first year of the five-year state plan, local providers began collecting progress and level completion data on students throughout the program year. Local providers used the data gained during the first year of the program to reassess and adjust their projected levels of performance for the second program year. Likewise, third year performance level projections are based on the prior year's data. Performance projections for years four and five will be based on a weighted average of actual annual data from the 1999-2000 and 2000-2001 program years and other factors identified in Section 5.4, to (1) offset unmeasured student progress due to a new data collection requirement in the first year of the Title II of the Workforce Investment Act and (2) quantify a more accurate picture of actual performance — the proportion of students who completed an instructional level within a specific program year. Given the need to show continuous improvement, the performance goals for the fifth program year will be two percentage points above performance goals of the fourth program year — 2002-2003.

ABE Literacy Skills—Adjusted Levels of Performance

ABE	Ranges	Content Areas						Gains	Achieved Performance Levels			Projected Performance Levels	
Skill Level	CASAS Scale	Reading	Listening	Speaking	Writing	Problem Solving	Numeracy	CASAS Point Scale	1999-2000	2000-2001	2001-2002	2002-2003	2003-2004
Beg. Literacy	200 & below	x	0	0	0	0	x	3-5 pt.	13%	15%	17%	20%	22%
Beg. Basic Skills	201-210	x	0	0	0	0	x	4-6 pt.	20%	22%	24%	26%	28%
Low Inter. Basic Skills	211-220	x	0	0	0	0	x	3-5 pt.	20%	22%	24%	26%	28%
High Inter. Basic Skills	221-235	x	0	0	0	0	x	3-5 pt.	22%	24%	26%	22 26 %	28%
Low ASE***	236-245			0	0			TBN	NA	14%	15%	15%	17%
High ASE	246+					0		TBN	7%	8%	9%	11%	12 13 %

x = State approved standardized tests

o = Local provider documentation based on standardized protocols, established criteria, and performance standards

***ASE = Adult Secondary Education

ESL Literacy Skills–Adjusted Levels of Performance

ESL	Ranges	Content Areas						Gains	Achieved Performance Levels			Projected Performance Levels	
Skill Level	CASAS Scale	Reading	Listening	Speaking	Writing	Problem Solving	Numeracy	CASAS Point Scale	1999-2000	2000-2001	2001-2002	2002-2003	2003-2004
Beg. Literacy	150-180	x	x		0			5-7 pt.	18%	20%	22%	24%	26%
Beg. Low	181-190	x	x		0			5-7 pt.	20%	22%	24%	24%	26%
Beg. High	191-200	x	x	0	0	0		5-7 pt.	20%	22%	24%	24%	26%
Inter. Low	201-210	x	0	0	0	0	x	4-6 pt.	22%	24%	26%	28%	30%
Inter. High	211-220	x	x	0	0	0	x	3-5 pt.	22%	24%	26%	28%	30%
Adv. Low	221-235	x	x	0	0	0	0	3-5 pt.	18%	20%	22%	22%	24%
Prgm. Exit	236+	x	x	0	0	0	0	NA	NA	NA	NA	NA	NA

x = State approved standardized tests

o = Local provider documentation based on standardized protocols, established criteria, and performance standards

Education or Work Performance Goals and Performance

<u>Learner Education or Performance Goal</u>	<u>1999-2000 Performance Goal</u>	<u>1999-2000 Performance Goal</u> (Students w/ Education or Employment Goal)	<u>2000-01 Performance Goal</u>	<u>2000-01 Performance Goal</u> (Students w/ Education or Employment Goal)	<u>2001-02 Performance Goal</u>	<u>2002-03 Performance Goal</u>	<u>2003-04 Performance Goal</u>
<u>Entered Employment</u>	<u>10,000</u>	<u>11,068</u>	<u>9%</u>	<u>17.8%</u>	<u>10%</u>	<u>11%</u>	<u>13%</u>
<u>Retained Employment</u>	<u>18,000</u>	<u>25,877</u>	<u>11%</u>	<u>34.3%</u>	<u>12%</u>	<u>13%</u>	<u>15%</u>
<u>Entered Postsecondary Education/ Training</u>	<u>23,000</u>	<u>392</u>	<u>6%</u>	<u>11.7%</u>	<u>7%</u>	<u>8%</u>	<u>10%</u>

5.4 Factors (Section 212(b)(3)(A)(iv))

Student progress and outcome data in California indicate significant differences in levels of performance based on individual student characteristics. These characteristics include initial literacy skill level upon entry into the program, literacy levels of limited English proficient students in their home language, the number of years of education completed before entering the adult education program, learning and developmental disabilities, and other demographic and socio-economic variables. California serves large numbers of students who are most in need, including immigrants with low literacy skills in their native language as well as in English, institutionalized adults, adults in homeless shelters, migrant workers, and those that are unemployed or underemployed in hourly, minimum wage jobs. Therefore, with the emphasis on serving those students who are most in need and hardest to serve, California devotes only 10 percent of its federal allotment to those students who have higher-level skills.

Service delivery factors also affect performance such as the intensity, duration, and quality of the instructional program; convenience and accessibility of the instructional program; ability of the program to address specific learning goals and provide targeted instruction in a competency-based context related directly to student goals.

California serves an extremely diverse adult student population with a broad range of skill levels and different short and long term learning goals. Many students initially enter the program with a short-term goal but as they make progress toward their goal and experience success, they remain in the program to achieve longer term learning goals. Some, such as TANF/CalWORKs recipients and the homeless, may be unable to attend an instructional program on a regular basis because of time limits on educational participation. As a result, the performance measures must address both short and long-term goals, length of participation, initial skill levels at program entry, and use multiple student performance measures related to student goals.

Based on student characteristics and service delivery factors, CDE has identified expected levels of performance for each of the core indicators provided for ABE and ESL, which includes ESL-Citizenship, programs. The projected skill levels for each of these programs are indicated for the first three years covered by this *State Plan*. CASAS Scale Score ranges at each level address the significant differences in performance for the special and diverse populations that are served by local providers. Local providers must be encouraged to continue to serve the least educated and most in need, and to evaluate with measures of performance that are most appropriate for the populations they serve. Over the five-year period of this *State Plan*, these ranges will be analyzed and adjusted as appropriate to ensure that California continues to promote continuous improvement in performance on appropriate measures and ensure optimal return on the investment of Federal funds.

Further Information—Annual Report

CDE will annually prepare and submit to the Secretary a report on the progress of California in achieving the stated performance measures, including information on the levels of performance achieved on the core indicators of performance. The report will include the demographic characteristics of the populations served, the attainment of student goals, progress on the core indicators of performance by program and program level, and learning gains within literacy levels, as well as level completion and movement to higher instructional levels. In the third year of the State plan, CDE will begin to report the number of Certificates of Proficiency awarded by program level. Sub-set analyses of special populations groups will be provided and adjustments to levels of performance for these groups may be recommended based on the findings.

Levels of performance achieved for other core indicators will include student outcomes related to post-secondary education, training, unsubsidized employment or career advancement, and receipt of a high school diploma or GED Certificate.

5.5 Performance Measures for EL Civics Education

Funded providers will establish observable, measurable, and meaningful goals and objectives for participants in programs that are either uniquely funded by EL Civics Education funds or supplemented by them.

All funded providers will use the CASAS assessment, evaluation, and data collection system to document participant outcomes as required in Section 212. The State will provide funded agencies all the necessary software and test forms necessary for efficient implementation of this assessment process. Given the innovative nature of the EL Civics Education initiative and the range of targeted outcomes that extend beyond literacy gains that can be easily captured on pencil and paper tests, in addition to CASAS assessments, providers must also develop and/or utilize alternative strategies for documenting student outcomes. All such strategies must yield clearly identified observable, measurable, and meaningful outcomes. Providers receiving supplemental EL Civics Education funds will be required to submit a qualitative narrative report that documents the outcomes that were achieved through access to this additional allocation.

All funded programs will be required to have participants submit demographic and other student outcome information through completion of student Entry and Update records. The TOPSpro data collection system collects and transmits the required data in an acceptable format.